



STAFF REPORT – CP-7-19

Comprehensive Plan Amendment

OVERVIEW

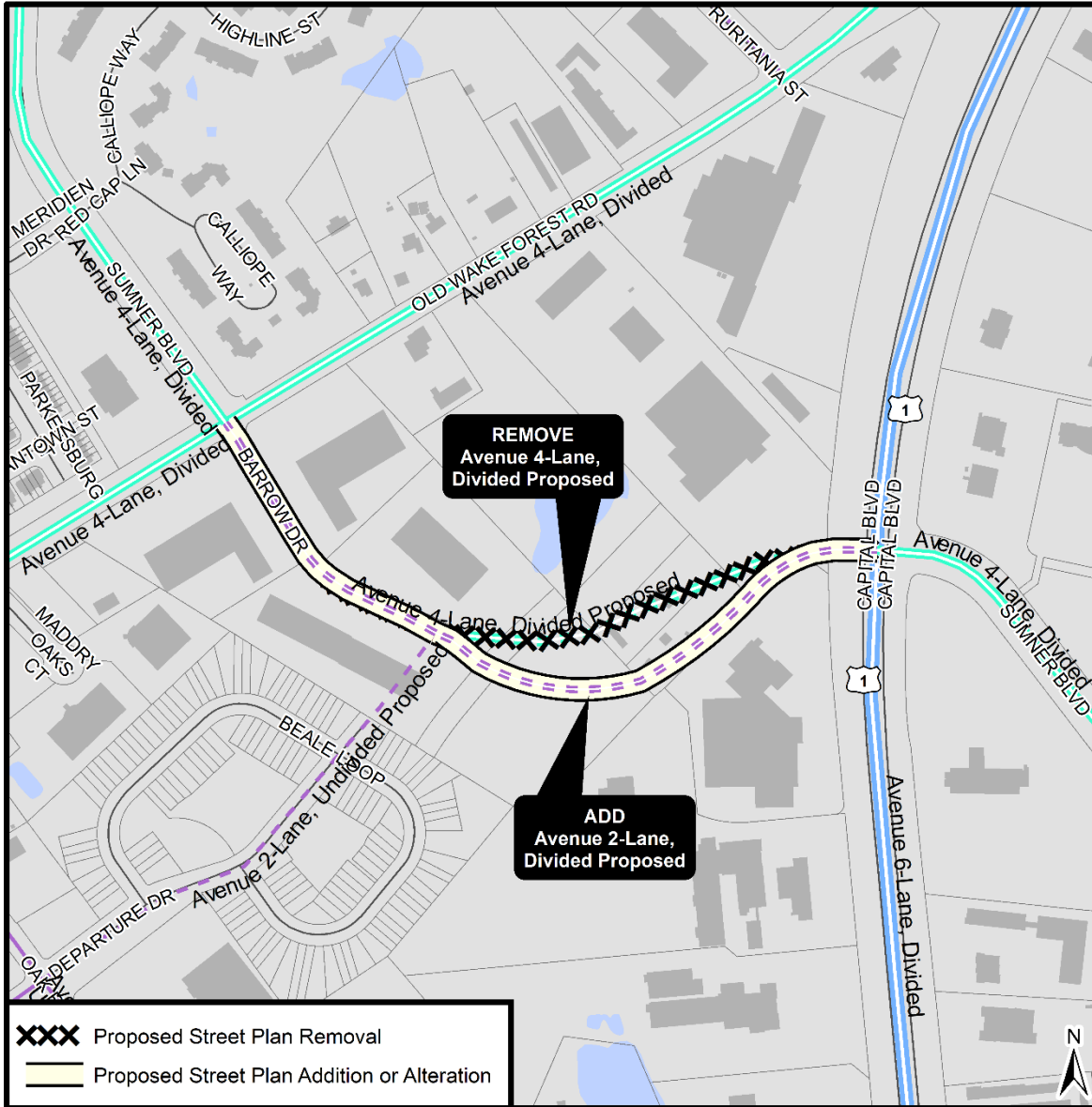
The proposed Comprehensive Plan amendment is a request to amend Map T-1 Street Plan to realign a proposed segment of Sumner Boulevard extending west from Capital Boulevard for approximately 1,200 feet. The request is also to designate the proposed segment of Sumner Boulevard between Capital Boulevard and Old Wake forest Road as an Avenue 2-Lane, Divided. This segment is currently designated for an Avenue 4-Lane, Divided.

The currently proposed segment passes westward through the Johnson Lexus car dealership property, turns slightly to the southwest through four undeveloped parcels, and then turns almost due west to meet Barrow Drive on the east side of Old Wake Forest Road. On the west side of Old Wake Forest Road opposite Barrow Drive, Sumner Boulevard continues north before terminating near I-540. The constructed segments of Sumner Boulevard to the west of Old Wake Forest Road and to the east of Capital Boulevard are built as Avenue 4-Lane, Divided.

The proposed amendment would call for the segment to turn farther to the south than it does currently and then turn to the north northwest as it approaches Barrow Drive. The realignment would cause Sumner Boulevard to initially curve more tightly, which would enable it to meet the Barrow Drive right-of-way in more of a straight line rather than the slight angle that is proposed currently. This smaller curve radius is enabled by the change in designation from 4-Lane to 2-Lane. The larger radius curve that is currently proposed is intended to meet the design criteria of a higher capacity road with a higher design speed.

Two of the undeveloped parcels through which the subject segment passes were the subject of a general use rezoning case Z-11-2017. The rezoning request was to change the zoning district on the two properties from R-6 to IX-7. The City Council approved the request on March 6, 2018. The portion of Capital Boulevard between I-440 and I-540 is the subject of an ongoing corridor study called Capital Boulevard North. Traffic analysis conducted for the study to date does not raise significant concerns about the impact of the proposed amendment on future traffic operations.

Proposal to Amend the Street Plan



Map T-1: Street Plan Changes

- Realign and change designation of Barrow Dr / Sumner Blvd Connector from Avenue 4-Lane, Divided Proposed to Avenue 2-Lane, Divided Proposed

CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER’S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer’s review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;

Other segments of Sumner Boulevard have been constructed in the past according to the existing Street Plan designation of Avenue 4-Lane, Divided. This designation was originally determined with considerations that rail transit would be implemented along Atlantic Avenue. Station locations for this transit service were envisioned at Spring Forest Road and Triangle Town Center. Rail transit is no longer planned for this area.

The existing 4-lane designation was also derived from the land use policies in the surrounding area that were designed to support the rail transit. The area around the proposed amendment is designated for Regional Mixed Use, Commercial Mixed Use, and High Density Residential on the Future Land Use Map. The built density of these areas is significantly lower than the densities recommended by these land use designations.

The development patterns provided by the market in the area around the request are not likely to produce the level of vehicle trips that would require an Avenue 4-Lane, Divided. The most recent Triangle Regional Model forecasts slightly less than 15,000 vehicle trips per day on the subject segment of Sumner Boulevard in the year 2045 (See Attachment A).

Table T-1 of the 2030 Comprehensive Plan recommends four-lane streets when trip volumes are in the range of 15,000-35,000 vehicles per day. For streets with daily volumes of 8,000 to 20,000 trips, Table T-1 suggests a street with “at least one lane in each direction, with medians or a center turn lane”. The Avenue 2-Lane, Divided fits this description. An Avenue 3-Lane, Parallel Parking would also be appropriate for the forecasted trip volume. The

2. The proposed amendment is in response to changes in state law;

N/A

3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;

The request would produce a benefit for Johnson Lexus, which owns three of the parcels through which the subject segment passes. Approval of the amendment would reduce the area of right-of-way dedication that would be required if these parcels are developed.

For Major Streets such as the currently proposed Avenue 4-Lane, Divided, the City will reimburse a private developer for some of the construction cost of the street. The rationale for the reimbursement is that a street of this size is meant to serve the travel demand of the larger network, not just the trips generated by the development that triggers its construction.

The City would have a lower reimbursement cost for an Avenue 2-Lane, Divided. Long term maintenance costs of a smaller street are also lower. Consequently, the amendment would be beneficial to the City by lowering initial and ongoing costs to implement the Street Plan recommendation without a foreseeable loss in level of service.

The request may also have benefits for the City as a whole if it enables development that would otherwise be smaller in scale or a lower intensity use. Denser or higher intensity uses that may be enabled by the proposal could lead to greater employment opportunities, services, or shopping destinations that can benefit city residents.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

The proposed amendment is **consistent** with the following relevant Comprehensive Plan policies:

Policy LU 4.1 Coordinate Transportation Investments with Land Use

The proposed reduction in size of the Sumner Boulevard cross section reflects a more recent understanding of the land use potential and travel forecast in the nearby area. Anticipated land uses and trip volumes in the area are likely to be adequately served by the proposed Avenue 2-Lane, Divided.

Policy LU 8.11 Development of Vacant Sites

The undeveloped parcels that surround the amendment may be more likely to develop if the amendment is approved. The proposed re-designation to a smaller street section would reduce the amount of right-of-way dedication required for the proposed segment as part of a development plan. The realignment of the proposed segment would render the contiguous developable area of some of the adjacent parcels larger and more rectangular.

The currently proposed alignment would divide the tract containing the three Johnson Lexus parcels in half diagonally, leaving two triangular tracts. The realignment would allow for a single, rectangular tract to be developed from the three parcels. The parcel to the southwest, owned by Kenneth D. Kennedy, Jr., may perceive the opposite impact, as the proposed alignment would move the new street farther toward the center of this parcel. This would split the parcel into two, smaller, triangular tracts rather than one large, more rectangular tract with a small remnant parcel.

The proposed amendment is **inconsistent** with the following relevant Comprehensive Plan policies:

No policies identified.

5. The impact the proposed amendment has with regard to:

A. Established property or proposed development in the vicinity of the proposed amendment;

The amendment most significantly impacts four privately-owned properties located between Johnson Lexus and Barrow Drive. The request would reduce and reconfigure street construction requirements currently proposed on the Street Plan Map. The existing alignment and Street Type designation would consume more area of the subject parcels than the designation proposed by the amendment. The alignment currently shown on the

Street Plan Map would divide three of the parcels (those owned by Johnson Lexus) into two trapezoid-shaped tracts whereas the alignment proposed by the amendment would allow the majority of this area to remain in a single, more rectangular tract. This may be beneficial to the development potential of these parcels.

The fourth subject parcel is crossed by the proposed extension of Sumner Boulevard in its northwest corner. The amendment requests that Sumner Boulevard pass through the property farther south and with a smaller radius curve. The geometry proposed by the amendment would pass deeper into the parcel as compared to the currently proposed alignment, which would cross the corner of the parcel. This division of the parcel may be detrimental to the development of this property because a significant portion of the parcel would be north of the new Sumner Boulevard right-of-way and more irregularly shaped than the current parcel.

B. Existing or future land use patterns;

The parcels adjacent to the proposal are currently undeveloped, so there is no impact on existing land use patterns. The request may allow for larger-scale development on three of the adjacent parcels by reducing the fracturing effect of the proposed street segment on some parts of this land.

C. Existing or planned public services and facilities;

No impacts identified.

D. Existing or planned roadways;

The constructed segments of Sumner Boulevard have a higher capacity cross-section than the section proposed by the amendment. Based on traffic forecasts from the Triangle Regional Model, this discrepancy is not anticipated to cause an inadequate level of service. The two-lane section is anticipated to be sufficient to handle current and future traffic volumes. The transition from four lanes to two may cause some congestion due to the need for vehicles to merge.

E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;

No impacts identified.

F. Other policies of the Comprehensive Plan.

No other relevant policies were identified.

STAFF FINDING:

The request is consistent overall with identified Comprehensive Plan policies.

STAFF COORDINATOR:

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